

Proposal for Adoption by the City Planning Commission

Improvement

plan for • residence

THE COMPREHENSIVE PLAN OF SAN FRANCISCO

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PREPARED BY THE SAN FRANCISCO DEPARTMENT OF CITY PLANNING

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THE COMPREHENSIVE
PLAN OF SAN FRANCISCO



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revised Comprehensive Plan
section of the Improvement
Plan for Residence proposed
for adoption by the City
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DEPARTMENT OF CITY PLANNING

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TO THE HONORABLE MEMBERS OF THE CITY PLANNING COMMISSION:

In June, 1970, the report, "Improvement Plan for Residence, A Proposal for Citizen Review", was presented to you and to the community. Its purpose was to serve as the basis for the preparation of the first of a series of major amendments to the Master Plan for San Francisco.

In the more than six months since its publication, that purpose has been well realized. The period has been one of "intensive give and take between citizens and their government" as we had hoped it would be. The revision of some of the earlier proposals, notably those dealing with programs of code enforcement, the distribution of public housing, and the problems arising from the displacement of people, reflect the concern and involvement of the community at large and its governmental agencies. Clarification, too, of the existing portion of the land use element of the Master Plan as it bears on residence has occurred as a result of this intensive review.

The element proposed for inclusion in the City's Master Plan (a requirement of both State law and Federal administrative regulation) is, indeed, a flexible and vital document. We do not, in bringing this proposal before you, suggest that it will remain immutable, unchanged from its present form in the years to come. We are confident, however, that its proposals have been carefully drafted, have been openly and thoroughly reviewed, and that it reflects the current state of the city's housing market and the tools available to government to maintain and improve housing for the citizens of San Francisco.

As with other amendments to the Master Plan to be presented as a part of the continuing effort to improve planning for this city, this amendment attempts to combine sound planning principles, the best available information, the review of citizens, individually and collectively, and the effective collaboration of those other governmental agencies whose actions bear on housing. We believe it is a dynamic statement; that it provides a sound basis for decisions in the immediate future; that it will be amended as circumstances, problems and opportunities change.

I urge you to give this proposal your wholehearted attention. If it meets with your approval, then I would ask its adoption for inclusion in the Master Plan pursuant to the procedures set forth in section 116 of the City Charter. I would hope that this can be done at the earliest possible time, following the presentation of this document, for in so doing, the policies and programs contained may be put into effect and achieve their greatest and most timely effect.

Sincerely,

Allan B. Jacobs
Allan B. Jacobs
Director of Planning

CONTENTS

ISSUES AND CITIZEN CONCERNS	6
RESIDENCE: THE COMPREHENSIVE PLAN	11
Fundamental Assumptions	
Objectives and Policies for Residence	
SELECTED PROGRAM REVISIONS	29
Systematic Code Enforcement	
Conversion and Intensification Areas	
Residential Opportunity Areas	

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INTRODUCTION

The "Improvement Plan for Residence" was published in June 1970 as a proposal for citizen review. It was divided into three parts: a brief analysis of housing need based on a series of background reports, a set of objectives and policies to guide residential development in San Francisco, and specific program recommendations designed to implement the policies.

The objectives and policies were the most important part of the proposed plan because they were being recommended as the housing element of the San Francisco Comprehensive Plan. They have recently been revised following a constructive review process, and the revised housing element constitutes the major portion of this report. In order to put the revisions into context, the first section of this report is a summary of issues expressed during the review period. The second section is the revised housing element. And the final section includes selected program recommendations in their revised form.

ISSUES AND CITIZEN CONCERNS

During the six months that followed publication of the Improvement Plan for Residence, the Planning Commission held three public meetings on the plan and the Department staff met with many neighborhood organizations and civic groups to discuss the plan on a more informal basis. Usually these meetings focused on broad policy issues and either specific programs or sites, depending upon the interest of the group. In general, neighborhood groups expressed concern over sites which affected their neighborhoods and civic groups were concerned over programs of citywide interest. For this reason, in summarizing the major points made during the review process, issues common to both programs and sites will be discussed.

POPULATION SIZE AND CHARACTERISTICS

The issue of population growth attracted considerable debate during review. Opinions on the proper size of San Francisco ranged from increasing the population substantially, to keeping it about the same, to reducing it. People who favored limiting population growth generally outnumbered those interested in attracting growth. However, those supporting limiting growth did so for various reasons. Some were concerned about overloading community facilities and the street system. Others thought that growth would bring development which would destroy the unique character of San Francisco.

Since the release of the Improvement Plan, preliminary 1970 Census figures show a drop in San Francisco's population. This decline -- which continues a post-World War II trend -- suggests that when people voiced concern over population growth they may have been referring to the substantial increase in San Francisco's daytime population.

Given the knowledge of the daytime growth and nighttime decline, it appears that some of the advocates of residential population limits were concerned more about the characteristics of the population than about its size. For example, a number of these advocates stated that they were concerned about San Francisco having too many poor people and very few middle-income families. Some of them suggested that the City establish a target population mix (in

terms of race, income and household size) and work to reduce or expand population groups accordingly. They saw the City's housing programs as tools for achieving the population composition desired.

Population limits raise some difficult legal questions. But aside from these, there is still a serious question as to the desirability of adopting policies geared to limiting the sizes of certain population groups. Providing choice for all people, within the constraints imposed by a desired quality of the environment, would seem to be the issue, not any specific target population. If there is a concern among citizens over the size of any one socio-economic group in the city, the solution is to expand opportunities in jobs and housing, not to limit opportunity or mobility.

In response to this sensitive issue, the housing element has been revised to state that although San Francisco's total (daytime and nighttime) population should not increase significantly, there should be no direct population limits. Indirect controls should be used to shape growth by seeing that development occurs where it can be accommodated. With regard to the composition of the population, the revised plan states that it is desirable to have an integrated population in keeping with the traditional role of a central city. It does not, however, set targets for various population groups. When final 1970 Census figures are released, the Department of City Planning will evaluate changes in population characteristics for implications on how the City can best meet the needs and expand the opportunities of its residents.

THE REGIONAL RESPONSIBILITY

Two divergent points of view were heard regarding the role of the region in solving housing problems. Some thought the plan did not place enough emphasis on regional efforts to provide low- and moderate-income housing. Others thought that through calling on outlying communities to do more, the City might avoid its responsibility to provide housing desperately needed by families with limited incomes.

The Improvement Plan does stress the need for suburbs to take part in solving inner cities' housing problems. It is recognized that outlying areas have housing problems as well, and the housing element has been revised to incorporate the idea that outlying communities should provide low- and moderate-income housing to meet the needs of their residents.

But the housing problem remains regional; suburban and new town developments must be linked to the needs of inner-city residents, particularly as job opportunities increase in outlying areas. This is not to say that San Francisco should slow down its low- and moderate-income housing programs and concentrate on housing for other income groups. The need for low-income housing is increasing. And San Francisco, as the major city in the region, will continue to function as an opportunity area for low-income people seeking better jobs.

IDENTIFICATION OF HOUSING NEED

Housing plans are often characterized by elaborate quantification of housing need. Because the Improvement Plan did not specify rent levels, space requirements and locational factors in terms of household sizes and incomes, some people thought the background analysis deficient.

Three preliminary reports -- including a survey of vacancy rates by rent and size of unit -- were prepared as a basis for the Improvement Plan. While these reports did not quantify need to the extent desired by many housing specialists, the general indications of need contained in them were sufficient to provide a rational basis for the recommendations in the Improvement Plan. Although better information is always desirable, it was decided to devote major staff effort instead to two important tasks: developing a coordinated City housing policy and finding housing sites. These two tasks were seen as key for it seemed that citizens could more easily hold their public agencies accountable to well-defined policies and sites rather than to a detailed analysis of housing need which would be technically sound but, by nature, could generate little commitment.

Making this decision does not mean that the Department does not recognize the value of information on housing condition, need, and supply. The Department is attempting to organize a citywide Common Information System which will provide an up-to-date data base

which can be used to assess a number of public programs including housing. This Common Information System will make analysis of housing need easier, less costly and more reliable than it has been in the past.

THE SHORTAGE OF FAMILY HOUSING

One issue on which people seemed to concur was the need for family housing, especially for low- through middle-income families. While the number of families in San Francisco is not growing nor is family size expanding, people's desire for more space is increasing. As expectations rise, families are less willing to double up or accept cramped quarters if more spacious housing is available outside the city.

Yet housing construction in San Francisco is not responding to the family demand. Instead, small units are being produced. Even the public housing program is having difficulty in finding acceptable sites and developing family housing within budget limitations.

As a result, most people reviewing the Improvement Plan thought that greater emphasis should be placed on family housing. This point of view has been incorporated in the revised housing element.

OVERLOADING COMMUNITY FACILITIES

Although most people reviewing the Plan recognized that the residential development policies represented a limited growth position, they expressed concern that even the slight increases in residential development recommended would overload community facilities beyond capacity. This is a legitimate concern. Many San Francisco public facilities are overcrowded, and there are neighborhoods that are not adequately served by some types of facilities. To introduce more housing into such areas would create more problems than the new housing would solve.

In response to this concern, the revised housing element places greater emphasis on facilities and amenities that are essential to new residential development and to maintenance of existing neighborhoods. But since residence is only one element of the Comprehensive Plan, it does not cover community facilities and services in detail -- they will be the topic of forthcoming plans.

DISPLACEMENT OF RESIDENTS

Displacement as a result of public programs has long been an issue in San Francisco and in other major cities. People reviewing the Improvement Plan agreed with the policy of improving services to those displaced and minimizing displacement in the future. They also agreed with the policy of revising program schedules periodically in order to better adapt them to the supply of available relocation housing.

A number of people thought the policy needed strengthening and that the Central Relocation Service should be established independent of any public agency which operates programs involving displacement. They pointed to the fact that the Board of Supervisors had passed a resolution to this effect, but that it had not been implemented. In addition, they thought that the policy should be strengthened to provide uniform relocation payments and services to all people displaced by government programs in San Francisco. They felt very strongly that the discrepancies which now exist among relocation benefits should be eliminated.

This last important recommendation promises to make relocation services more equitable and, for this reason, it has been included in the revised relocation policy.

SYSTEMATIC CODE ENFORCEMENT

The impact of the City's regular code enforcement program attracted considerable debate during the review period. Generally, concern focused on three factors: displacement, negative impact on certain neighborhoods, and companion programs to ease hardships.

First, many people reviewing the plan held that Systematic Code Enforcement has proceeded without sufficient regard for the displacement problems it causes. Consequently, they proposed that Systematic Code Enforcement should not proceed at full scale until adequate relocation housing can be provided for all persons displaced as a result of code enforcement.

There were also questions regarding the practice of enforcing codes in the worst buildings first, since the worst housing is concentrated in certain neighborhoods. People maintained that code enforcement was having a negative impact on these neighborhoods as a result of displacement and deterioration due to overcrowding and doubling up. In order to

reduce this impact, community leaders in these neighborhoods proposed that code enforcement priorities be restructured so that not all the worst buildings enter enforcement proceedings at the same time.

A final concern was that Systematic Code Enforcement has been proceeding without the companion programs needed to alleviate hardships which result from code compliance.

In response to these criticisms and proposals, the Department of Public Works indicated that, in fact, displacement from Systematic Code Enforcement has been minimal and what has occurred has been adequately handled. The Department also pointed out that it is its responsibility for seeing that the Housing Code is carried out. This, the Department noted, is a legal requirement intended to ensure, both directly and indirectly, that tenants are living in safe and sanitary housing. If the Systematic Code Enforcement program was not carried out, the Department of Public Works would therefore be guilty of negligence and would also be partly responsible for any deaths or injuries which resulted from code violations.

A key concern was that there seemed to be varying reports and information concerning the impact of the program. For example, information is not available on the actual number of people displaced, the adequacy of their relocation housing, and the effect of code enforcement on rents and prices. For this reason, one of the three key policy recommendations made in the revised housing element deals with the kinds of information desirable for program evaluation. Other proposals deal with companion programs and administrative procedure. The package of companion programs has been expanded considerably. The major purpose of the procedure recommendations is to promote interaction between the Department of Public Works staff and the tenants of buildings affected by the program, in order to help ensure that tenants are informed about the status of buildings in which they live, whether they need to move for required code repairs to be made, and what their rights are in the process.

The revised policies do not recommend a halt to code enforcement or a restructuring of priorities. It is believed that if adopted and implemented, the strengthened displacement policy and the new code enforcement policy will meet the major concerns expressed during the code enforcement debate.



CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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The policies in the accompanying report are being proposed for City Planning Commission adoption as the housing element of the City's Master Plan. Before the Commission takes official action, the report is being distributed for a second period of public review.

The policies were first proposed as part of the Improvement Plan for Residence, published last June for citizen review. The original plan was preliminary in nature and has been revised to address many of the concerns which have since been expressed by citizens. Key revisions include policies dealing with relocation, public housing distribution, disposition of public land, and redevelopment. In addition to the revised policies, the report includes 23 potential sites for residential development and expanded program provisions for code enforcement which are not being proposed for incorporation into the Master Plan.

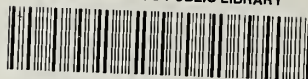
You, members of your organization, and other interested San Franciscans are invited to review and comment on the policies at a City Planning Commission meeting on March 18 at 2:00 p.m. in Room 282 of City Hall. After hearing your comments, the Commission will then consider the policies for adoption on March 25.

If you wish additional information about the policies or adoption procedures, please call Mrs. Ryan at 558-4541.

Thank you for your interest,

Allan B. Jacobs
Allan B. Jacobs
Director of Planning

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THE CHANGING FOCUS OF REDEVELOPMENT

Most people reviewing the plan welcomed the neighborhood maintenance approach to redevelopment. Widespread approval was given to the concept of small-scale projects that could be completed without long delays. People agreed that in the future the focus of redevelopment should be on housing rehabilitation, not on large-scale clearance. But they also agreed that selected clearance would be necessary to create sites for community facilities. Furthermore, approval was expressed regarding the principle of converting nonresidential land to residential use, since conversions would create new neighborhoods and produce more housing without displacing people.

There was, however, some skepticism over one point. People wondered if future redevelopment would deal more with commercial and industrial projects and less with residential projects. If this should prove the case, people questioned the relevance of a neighborhood maintenance policy.

This question cannot be answered easily. The intent of the proposed policy is to guide redevelopment in the direction of housing maintenance and rehabilitation. Such a shift is going to take time. There are no guarantees that it will happen; adoption of the neighborhood maintenance policy will be a first step. However, if the policy is to be applied, community support will be essential. In addition, Congress and the Department of Housing and Urban Development will have to respond to the shift in local policy. Recently there was a movement toward a similar shift in policy at the national level. A report by the Controller General reminded Congress that housing was the original intent of the 1949 urban renewal legislation and pointed to the need for improving allocations of renewal funds to better meet the National Housing Goal. In short, there are indications that the focus of redevelopment is changing. One positive indication is the reception given to the neighborhood maintenance policy during review of the Improvement Plan.

CONCENTRATION OF PUBLIC HOUSING

Public housing created a dilemma during review: Those neighborhoods that had public housing did not want any more and those that were without often seemed opposed to having any, but most neighborhoods recognized the need for public housing. The issue focused on how to distribute it properly.

In general, people seemed to agree with the distribution policy based on the ratio for each planning area being approximately equal to the citywide ratio of public housing to the total stock. But they thought that this ratio did not provide for a good distribution within planning areas. For example, in areas below the citywide ratio, they were worried that new public housing units would tend to be concentrated within a few blocks. They were particularly concerned about preventing concentrations of public housing in neighborhoods undergoing racial and economic transition.

As a result of concerns expressed during review, the public housing distribution policy has been refined to promote better distribution at a neighborhood scale. Policy guidelines have been developed which take into account a number of factors including density, visibility and zoning. If the policies recommended are adopted neighborhoods will be assured that when one public housing development is built, a large concentration will not follow. Furthermore, they will have the assurance that new public housing will be smaller in scale and better in design quality than some previous projects. The security represented in this refined policy should help promote greater acceptance and more equal distribution of public housing.

DISPOSITION OF SURPLUS PUBLIC LAND

Several organizations expressed the opinion that San Francisco should have a better method for deciding future use of surplus and underused public land. They regarded public property in this built-up city as an important housing resource and they thought that when such property is underused or becomes surplus to one public use, it should be re-examined to determine what other uses would best serve public needs. Furthermore, they maintained that land uses which would achieve public objectives often are rejected in favor of land uses that produce greater immediate public revenue. (As an example, they claimed the City was more willing to develop its land for private commercial uses than for public housing.) As a result, they thought that the City has been forced to neglect urgent needs for public facilities or to pay inflated land prices at a later date when expansion of public facilities is long overdue.

This situation is a product of the scarcity and high cost of land in San Francisco as well as of several other factors, not the least of which are tax restraints, the bookkeeping stip-

ulations in the City Charter, and the City's own method for determining proper use of public land.

Because of the importance of this issue -- particularly as it relates to multiple use of City-owned land for housing -- the plan has been revised to include a new policy on the disposition of public land. The new policy does not completely satisfy the concerns expressed during review because part of the solution involves Charter revisions and tax reform. But the policy does propose a significant improvement over the method used presently.

WHERE IS THE MONEY COMING FROM?

With current limitations in government spending and the nation's economic difficulties, it was surprising that the question of funds was not raised more often during the review period. The issue did arise at many meetings, but it was not the center of debate. This was probably due in part to the fact that the principal orientation of the plan is to reach agreement on a number of broad policies for guiding residential development in San Francisco. Although there was a program section of the plan which recommended ways of implementing policies, people's attention was directed largely to the policy statements.

It was understood by most people that the proposed plan dealt with private development as well as with publicly assisted residential development. A number of the areas recommended for intensified residential densities, for example, were intended to be achieved gradually through private investment rather than public redevelopment. In short, direct public subsidy was required to implement only selected policies.

Those selected policies, however, were viewed as crucial by many people reviewing the plan. They questioned the value of agreeing on well-meaning policies when the money to implement them was not forthcoming. Fortunately, however, despite reductions in housing expenditures, it is not accurate to say that no money is available. Construction is not at a standstill and programs continue to operate. Agreements on policies can help direct limited resources to ensure maximum benefit from whatever is spent. Furthermore, as investment and funding gradually pick up, it is essential to have a policy base for housing decisions. It is easy to lose direction in a myriad of housing programs being sought by a number of

different interest groups.

Agreement on policies is not a satisfactory response to those who consider lack of funds the main problem in housing construction. Their point is valid. Undoubtedly, the nation must be mobilized on a far greater scale than it ever has been to meet housing needs. And to accomplish this task, national priorities must be reordered. But to call for sweeping changes at a national level without preparing for them locally can also result in further delay in meeting the need.

RESIDENCE: THE COMPREHENSIVE PLAN

The purpose of this element of the Comprehensive Plan is to establish objectives and policies which will provide a general direction for residential development and improvement in San Francisco. Five objectives and a series of policies for achieving the objectives are defined. They are intended to serve both as a framework for long-range, consistent planning and as a basis for daily decisions in housing.

This Comprehensive Plan element represents more than the recommendations of the Department of City Planning. The Mayor's Office, Housing Authority, Redevelopment Agency, Human Rights Commission, Department of Public Works, and Real Estate Department contributed to making this statement on housing policy more comprehensive and explicit. Moreover, the policies have received extensive citizen review and revisions have been incorporated in accord with concerns expressed.

FUNDAMENTAL ASSUMPTIONS

POPULATION GROWTH

It is becoming more widely recognized that San Francisco cannot accommodate a large population increase without greatly diminishing its unique environmental assets. Development unguided by community goals and priorities is not wise. There must be continued review of development to insure balance in the growth of the city. Overcrowded community facilities, lack of suitable land, spiraling price increases and scarce financing for home mortgages act as constraints to growth. But these are negative factors which are detrimental to existing neighborhoods as well as to new development. More positive methods to regulate growth are needed. Population limits have been suggested, but these are not desirable or workable. There should be no direct controls to limit population. Anyone who can find the space should be able to live here.

Housing programs, zoning, and the nature of the housing available, however, create indirect controls. These controls should be used carefully to serve all the people of the city, but especially those people having the most difficulty securing suitable housing -- namely, the poor and families with children. These

indirect controls should also be used to guide residential development where it can be accommodated and to discourage it where it cannot.

The assumption that the city should not get much bigger does not preclude some adjustments. San Francisco will continue to change over the years through a series of private actions. Moreover, public programs will need to increase residential development in certain carefully selected areas, stressing low- and moderate-income housing and family housing where possible.

HOUSING AND THE ENVIRONMENT

Housing is part of the whole urban setting. A house or apartment must be considered in the context of its neighborhood -- the characteristics of the neighbors, the available shops, schools, parks, movie theaters and restaurants. Improving housing involves not only safe, sanitary housing units of adequate sizes at the right costs. It also involves the quality of life offered by the surrounding environment.

San Francisco is not the suburbs, and it need not compete with them. Living environments in the city are distinct from suburban alternatives. The city should not strive for uniform neighborhoods or homogeneous people. Instead, there is a need to protect and foster that precious diversity which gives the city life.

Striving for diversity means, for example, that integration is a goal. It means, specifically, that it is not desirable, as a matter of public policy, to have large blocks of public housing which create ethnic and economic enclaves. It also means that San Francisco should avoid concentrated clearance of residential areas or massive displacement of people, since this often works to eliminate both social and physical diversity.

More diversity in San Francisco's environment will be introduced by technological changes, such as the Bay Area Rapid Transit System. BART will bring new ease of movement which will support and encourage more intensive residential and commercial uses at some locations. These intensifications should be carried out gradually under public controls so that they

provide the type of living environment sought in the city.

THE REGION

Housing is a regional concern. Building entire new communities, with employment, services and housing for all income groups is part of the solution. If they are developed at a sufficient scale, new communities have considerable potential for easing the housing shortage, reducing unemployment, and breaking down discrimination. This potential will be best used if new communities are integrally linked with improvement programs in inner cities.

New communities are, however, only a partial solution, and a distant one. Suburban municipalities should begin now to provide both jobs and housing for low- and moderate-income people. This is not to say that inner cities should slow down their efforts to solve housing problems until outlying communities do more. Suburban communities, as well as cities, have housing problems.

A variety of means are open to meet at least part of the housing need: existing vacant units can be immediately leased for use of low-income families without a voter referendum or a lengthy construction period; and vigorous enforcement of existing fair housing legislation and new court actions will open suburban units to some now barred by noneconomic discrimination. Over the longer run, suburban communities should begin programs to inform citizens about the need for low-rent units and to authorize construction of permanent low-rent developments. Land in the suburbs is cheaper than urban sites -- a perfect opportunity to test technological advances in the production of low-cost housing. As new jobs open up in the suburbs, municipalities can guide the development of low- and moderate-priced housing adjacent to employment centers, thus increasing both housing and employment opportunities. These measures are achievable now, but State and Federal action appears necessary to require suburbs to provide more housing for low- and moderate-income families.

GOVERNMENT INVOLVEMENT

Housing is a product of the private market, but the shortage of units for families and for the poor shows that the market alone cannot correct social and economic problems. That the

government must intervene has already been decided. Remaining issues involve determining priorities for scarce public resources.

Federal and State aids are crucial to solving city problems. Too often, the Federal government is seen as the only source of assistance. But the need for State enabling legislation as well as funding cannot be overlooked. The Nation must be mobilized on a massive scale to provide the housing needed. To accomplish this task, Federal and State resources must be shifted to housing and city development. This will require a reordering of national priorities. The Nation must decide that providing housing and a good environment is urgent and worthy of concentrated efforts. The Nation has the capability equal to the task, but its potential must be fully used to meet the national housing goal set by Congress in 1949: a decent home and a suitable living environment for every American family.

PARTICIPATION

Better arrangements must be sought to accommodate citizen views in the daily operations of their government. The problem is not really that government does not work; given enough resources and public support, the government can perform remarkably well. But government agencies and legislative bodies need to respond quickly to changes in the goals of their constituency. Untangling conflicting goals and defining the public interest is a delicate, difficult, and continuous process. What may be sought by one community is rejected by another, yet both are the official's constituency and the agency's public.

To improve this process, mechanisms are needed which are both honest and effective and which will work in this political system. Undoubtedly, solutions will range from minor procedural changes to Charter revisions. No single mechanism can achieve participatory democracy. The most successful mechanisms, however, seem to involve extended preliminary planning, so that all interested parties have the opportunity to voice their opinions and devise alternative plans. Furthermore, these mechanisms must be tied to significant decisions and adequate resources in order to warrant the effort of participating.

OBJECTIVES AND POLICIES FOR RESIDENCE

OBJECTIVE 1

MAINTAIN AND IMPROVE THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES

Policy 1: Adopt a neighborhood maintenance approach in the redevelopment program.

Policy 2: Make extensive use of code enforcement.

Policy 3: Improve services to rehouse displaced households and avoid displacing any household until adequate relocation housing is available.

Policy 4: Decrease the reliance on property taxes as a municipal revenue source.

Policy 5: Undertake a continuous review of residential conditions and construction trends and their effect on living conditions of San Franciscans. Incorporate this review as part of the citywide Common Information System.

OBJECTIVE 2

INCREASE RESIDENTIAL DEVELOPMENT IN CERTAIN AREAS OF SAN FRANCISCO AND THE BAY AREA

Policy 1: Convert some nonresidential land to residential use or to residence as part of multiple-use development. Intensify residential densities where appropriate.

Policy 2: In the disposition of surplus and underused public land give priority to uses that best meet public needs.

Policy 3: Develop housing throughout the Bay Area linked to the needs of the region and the renewal of the central cities.

OBJECTIVE 3

PROVIDE MAXIMUM HOUSING CHOICE BOTH IN THE CITY AND IN THE BAY AREA, ESPECIALLY FOR MINORITY AND LOW-INCOME HOUSEHOLDS

Policy 1: Distribute low-income housing throughout the city.

Policy 2: Increase the supply of low-income housing in the Bay Area.

Policy 3: Work for open occupancy.

Policy 4: Review San Francisco codes to promote construction of low- and moderate-income housing.

OBJECTIVE 4

APPLY A COMPREHENSIVE PLANNING APPROACH TO PROGRAMMING COMMUNITY IMPROVEMENTS AND SERVICES

Policy 1: Establish priorities for allocating services and improvements based on community needs.

Policy 2: Expand area planning and link it to resource programming.

Policy 3: Improve neighborhood services through good design and proper location of public facilities.

OBJECTIVE 5

ENCOURAGE CITIZEN PARTICIPATION IN PLANNING AND PROGRAMMING PUBLIC IMPROVEMENTS

Policy 1: Establish more effective means for citizen participation at the citywide level.

Policy 2: Provide opportunities for citizen involvement in planning and programming of local community improvements.

* * *

OBJECTIVE 1

MAINTAIN AND IMPROVE THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES

The quality and diversity of most of San Francisco's residential communities, as well as the generally sound condition of the housing units, suggest that renewal through rehabilitation be applied without large-scale residential clearance.

The following policies are directed toward improving San Francisco's neighborhoods for the benefit of their residents. The policies work to improve physical condition while retaining community attractiveness and identity.

POLICY 1

ADOPT A NEIGHBORHOOD MAINTENANCE APPROACH IN THE REDEVELOPMENT PROGRAM

San Francisco's persistently low vacancy rate, increasingly high land and construction costs, the small size of most new housing units, and the unique qualities of many neighborhoods indicate the city needs to apply a neighborhood maintenance approach to the renewal and redevelopment of its residential communities. The major purpose of this new approach should be

housing of people in decent, uncrowded units of their choice at rents and prices they can afford. This approach should place highest priority on rehabilitation of residential areas and the replacement of marginal nonresidential uses with housing.

A neighborhood maintenance approach to redevelopment would not significantly alter the general character of San Francisco's residential communities. It would, however, allow important improvements to be made not only in the housing stock but also in community facilities and in the overall quality of neighborhoods.

Displacement: Any long-term displacement of residents and residential uses should be minimal and should occur only to provide sites for urgently needed community facilities or for at least the same number of units of low- and moderate-income housing as are being displaced, unless the units to be displaced outnumber desirable density standards. The level of home-ownership should at least be maintained.

Project Scale and Phasing: The size of neighborhood maintenance areas should be limited so that they can be completed within a reasonable time. Delays should be minimized; however, redevelopment schedules should take into account the supply of suitable relocation housing.

Participation: Citizen involvement should be an important part of the redevelopment planning process. (Refer to Objective 5 which deals with participation.)

Acquisition: The special acquisition powers available through the redevelopment mechanism should be carefully used to reduce costs of available scattered sites for low- and moderate-income housing and to enhance existing communities by provision of open space, community services and facilities.

New Neighborhoods: It should be understood that the maintenance approach applies to existing neighborhoods. Redevelopment can be used to build new neighborhoods in areas designated by the Comprehensive Plan for conversion to residence.

POLICY 2 MAKE EXTENSIVE USE OF CODE ENFORCEMENT

In order to avoid the need for large-scale clearance, rebuilding and rehabilitation, San Francisco should use code enforcement extensively.

Basically, there are two types of code enforcement programs. One operates on a city-wide basis and deals with multi-unit buildings in an effort to maintain basic health and safety standards. The other type of code enforcement program concentrates on single- as well as multi-unit structures in selected areas. Programs in concentrated areas are directed toward upgrading the physical quality of neighborhoods as well as at maintaining codes in individual buildings. Careful implementation of these two types of code enforcement programs can greatly contribute to maintaining the quality of housing in San Francisco without sizable displacement of residents.

Systematic Code Enforcement

Systematic Code Enforcement operates on a citywide basis and is the City's tool for preventing blight and maintaining standards in all hotels and apartment buildings containing three or more units. The program is the responsibility of the Department of Public Works.

As a matter of policy, San Francisco should continue to apply Systematic Code Enforcement and should strengthen the program in three general areas: the information system should be expanded, companion programs should be established to support code enforcement, and administrative procedures should continually be reassessed.

1. Information System: The impact of Systematic Code Enforcement should be monitored in three areas: effects on the housing inventory and on housing condition, effects on rents and prices, and the extent of displacement. In particular, the monitoring system should gather the information necessary for making an annual estimate of displacement. (Refer to Policy 3 which deals with displacement.)

2. Companion Programs: Programs should be established to bolster Systematic Code Enforcement:

2 a. by providing funds for code repairs;

2 b. by expediting legal action in the code enforcement process;

2 c. by preventing owners of buildings from using code enforcement as an excuse for evicting tenants when code repairs could be made without eviction;

2 d. by informing tenants of the actions taken against their buildings and of the code enforcement process;

2 e. by working to keep buildings with code violations from being eliminated from the housing inventory;

2 f. by minimizing displacement of people due to rent increases.

3. Administrative Procedure: The City should meet often with citizen groups, service organizations, and public agencies to review methods for carrying out code enforcement and to consider improvements in the administration of the program.

Concentrated Code Enforcement

Concentrated Code Enforcement programs, such as Federally Assisted Code Enforcement (FACE), have proven successful in several districts of San Francisco and offer special benefits not available under the City's regular code enforcement. Concentrated Code Enforcement operates on an area basis, as opposed to a citywide basis. All buildings in a Concentrated Code Enforcement area are brought into compliance with City codes, and eligible property owners are aided by Federal grants or low-interest loans. Relocation assistance is available for displaced residents and tenants. Important public actions such as landscaping and street improvements are also carried out under Concentrated Code Enforcement. This approach is particularly suitable to San Francisco and should be extended to more residential communities in the city.

Criteria for Selection of Concentrated Code Enforcement Areas: Concentrated Code Enforcement should be considered for neighborhoods with the following characteristics:

1. Where structural conditions make Concentrated Code Enforcement desirable from the standpoint of health and safety.

2. Where the needs of resident property owners warrant rehabilitation grants and low-interest loans to enable necessary code improvements to be made.

3. Where the extent of necessary improvements does not require extensive rehabilitation or where Concentrated Code Enforcement can work in conjunction with extensive rehabilitation to provide a complementary level of service.

4. Where Concentrated Code Enforcement will assist neighborhood-initiated improvement programs and where improvements such as underground utilities and landscaping will significantly improve the quality of the neighborhood

and enhance investments made for code repairs.

5. Where Concentrated Code Enforcement will not cause widespread displacement of tenants due to rent increases resulting from the high cost of rehabilitation or compliance with codes, or where the impact of displacement can be minimized through the use of other programs, like rent supplements or leased public housing, in combination with Concentrated Code Enforcement.

In addition to the above criteria, there are two major factors which must be determined before an area is approved for Concentrated Code Enforcement.

1. The feasibility of using Concentrated Code Enforcement alone or in conjunction with other public programs to improve housing conditions.

2. The relative need of one area over the others in the city.

Participation: Resident support for Concentrated Code Enforcement should be sought before the program is initiated in any neighborhood. Citizen requests for Concentrated Code Enforcement should be an important criterion for use of the program; and tenants, as well as owners, should be involved in planning.

POLICY 3

IMPROVE SERVICES TO REHOUSE DISPLACED HOUSEHOLDS AND AVOID DISPLACING ANY HOUSEHOLD UNTIL ADEQUATE RELOCATION HOUSING IS AVAILABLE

San Francisco should minimize displacement of people and businesses as a result of public programs. A small amount of displacement, however, will undoubtedly be necessary. When it does occur, the agencies responsible for the displacement should provide uniform services at least equal to those required under Federal urban renewal. This would eliminate disparities between relocation services and help to ensure satisfactory relocation of all persons and business displaced by any governmental action in San Francisco. Furthermore, a Central Relocation Service should administer and provide rehousing assistance to those displaced by all public actions.

Minimizing displacement, providing uniform assistance, and coordinating services will go a long way to solve the problems involved when people and businesses are displaced, but the following actions should also be taken:

1. Make public a thorough analysis of the displacement anticipated in all public programs prior to approval of those programs by the appropriate public bodies. (In the cases of ongoing programs; such as Systematic Code Enforcement, this would mean an annual or biennial analysis of potential displacement.)

2. Budget adequate funds to cover the entire anticipated relocation load for every public program and transfer these funds to the Central Relocation Service (CRS).

3. Once projects are under way, make periodic re-evaluations of project plans in light of changing citywide housing resources.

4. Avoid displacing any household as a result of a public program until adequate relocation housing is available. In the event that displacement loads overburden the supply of relocation housing, require operating agencies to work with the CRS to determine revised program schedules adapted to the supply of available relocation housing.

5. Allocate adequate funds to the Special Rent Assistance Program, especially during periods when there is a housing shortage.

POLICY 4

DECREASE THE RELIANCE ON PROPERTY TAXES AS A MUNICIPAL REVENUE SOURCE

Part of the burdens of home ownership and of high rents are related to the reliance on the property tax as the major source of City revenue. Methods should be sought to lessen that reliance in order to retain moderate-income homeowners and renters in the city and to maintain a supply of private low-rent units. New methods should safeguard against merely changing the name and source of taxes without shifting the burden now borne by low- and moderate-income homeowners and tenants to other groups with greater ability to pay.

Lessening the reliance on property taxes probably will not mean a reduction of current taxes. It will mean, however, that the City should look more to sources of revenue other than the property tax. It should seek alternatives to raising the property tax rate as a means of meeting City budget requirements.

POLICY 5

UNDERTAKE A CONTINUOUS REVIEW OF RESIDENTIAL CONDITIONS AND CONSTRUCTION TRENDS AND THEIR EFFECT ON LIVING CONDITIONS OF SAN FRANCISCANS. INCORPORATE THIS REVIEW AS PART OF THE CITYWIDE COMMON INFORMATION SYSTEM

Housing condition is a critical factor in planning to meet citywide needs and in determining community priorities. It is also an important criterion in applying for Federal and State programs in designating program areas.

At present, the only comprehensive indication of housing condition is the U. S. Census. The 1970 Census offers little assistance because queries related to housing condition have been eliminated. Adequate funds should be provided to maintain a continuous survey and review of housing characteristics and their effect on residents. One important function of this survey would be to provide a basis for setting public program targets and assessing the impact of public and private development of the city's housing supply.

The survey should become part of the citywide Common Information System to make better use of data collected independently by public agencies including the Assessor's Office, Bureau of Building Inspection, and Unified School District. All requests for City funds to expand data systems and initiate surveys should be assessed in terms of their incorporation into the Common Information System.

OBJECTIVE 2

INCREASE RESIDENTIAL DEVELOPMENT IN CERTAIN AREAS OF SAN FRANCISCO AND THE BAY AREA

Opportunities for residential development in San Francisco are limited. Although the city is faced with a shortage of adequate housing, there is little vacant land suitable for residential development. There are some possibilities for building more housing in San Francisco by making use of underused lands. Also, some of the demand for housing in the city can be absorbed by development in the Bay Area.

Both inside and outside San Francisco the issue of growth centers on how to accommodate increased residential development without jeopardizing the very assets which make living in the Bay Area desirable. The following policies are directed toward this end. They are designed to shape urban growth while providing needed housing.

POLICY 1
*CONVERT SOME NONRESIDENTIAL LAND TO RESIDENTIAL
USE OR TO RESIDENCE AS PART OF MULTIPLE-USE
DEVELOPMENTS. INTENSIFY RESIDENTIAL DENSITIES
WHERE APPROPRIATE.*

San Francisco has a well-established pattern of residential land use and densities. This pattern is not random. It developed over time in response to housing preferences and in relation to San Francisco's topography, transportation system, and economic role in the Bay Area.

On a citywide scale, the existing residential pattern has proved workable, and only selected changes are required to better meet contemporary needs. For this reason, the residential land use plan that forms the basis for this policy reaffirms the strong points of the existing land use pattern and shows in general where changes would be beneficial.

The plan is generalized. Undoubtedly, changes not noted in the citywide residential land use plan are needed at the neighborhood level. These changes are expected to come about incrementally through zoning and through area plans which make a comprehensive and detailed reassessment of land use in neighborhoods. The generalized, citywide residential land use plan is intended to provide a framework for incremental changes at the neighborhood level.

The residential land use plan differs from the previous Master Plan in three respects. First, density recommendations have changed: in some districts the density in the plan is closer to the existing pattern than it was in the previous plan; and some outlying parts of the city close to transit and open space are recommended for intensified residential use over time. Second, more land is devoted to residence. Some nonresidential areas are designated for conversion to predominantly residential use or to residence as part of multiple-use development. Finally, by encouraging residence as part of multiple-use developments in selected areas, the plan makes its third major departure from the earlier plan. The previous principle which divided the city into separate working and living areas has been superseded in favor of mixing the two in appropriate areas.

Conversion to Predominantly Residential Use

In the central and southeastern sections of the city, there are significant amounts of land which could be converted to residential

use. Much of this land is zoned for industry but for various reasons is unsuitable for industrial development. Certain of these areas are identified in the "South Bayshore Plan". Further analysis of the potential of such areas should be undertaken in area plans with consideration given to the adequacy of nearby community facilities and open space, the appropriate design of the new development and the income and household types to be served.

Conversion to Residence as Part of Multiple-Use Development

The combination of housing with certain commercial, industrial and institutional uses should be encouraged to provide new housing. Although mixed uses are not desirable in all parts of San Francisco, there are locations which offer particular advantages for multiple use. These locations usually occur where an area is undergoing transition in land uses or where a relatively large piece of land is not used to its potential. To be attractive for multiple use, however, these locations should also capitalize on special amenities such as views of the Bay or downtown and proximity to transit, open space, or centers of activity.

Various land uses can be combined successfully either through a single development or incrementally through coordination of smaller developments. In both cases, it is important to provide adequate public and private services. Incremental development in particular requires careful planning to insure that conflicts among uses are minimized through appropriate timing and good design.

Intensification

San Francisco has a diversity of residential densities far greater than most American cities. This diversity is desirable, for it provides a variety of environments and housing types to suit the needs and desires of all ages, households, and income groups.

Intensifying residential densities in select areas of San Francisco can enhance this diversity while providing additional housing. High density living is normal in an urbanized area. It is unacceptable in planning terms only where the residential environment it produces is below suitable standards or where proper services of all kinds cannot be provided. For this reason, increases in densities should be considered in certain parts of the city as a means of providing additional housing. These increases should be carefully limited so that San Francisco's resident population does not exceed a level acceptable for a suitable living



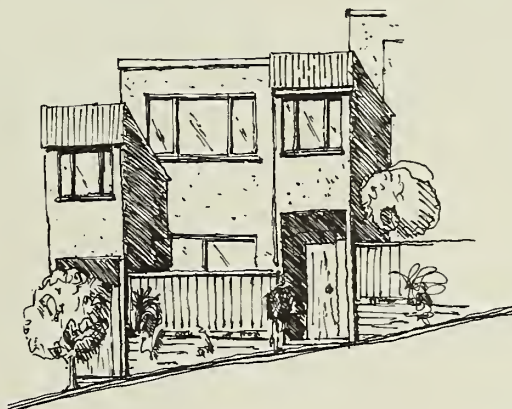
LOWEST DENSITY

Single-family detached; one to two stories; 10 to 16 dwelling units per net acre; 30 to 50 persons per net acre.



LOW DENSITY

Single-family attached and two-unit flats; one to two stories; 14 to 30 dwelling units per net acre; 40 to 90 persons per net acre.



MEDIUM DENSITY

Three- to ten-unit apartment buildings; two to three stories; 30 to 70 dwelling units per net acre; 70 to 170 persons per net acre.



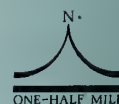
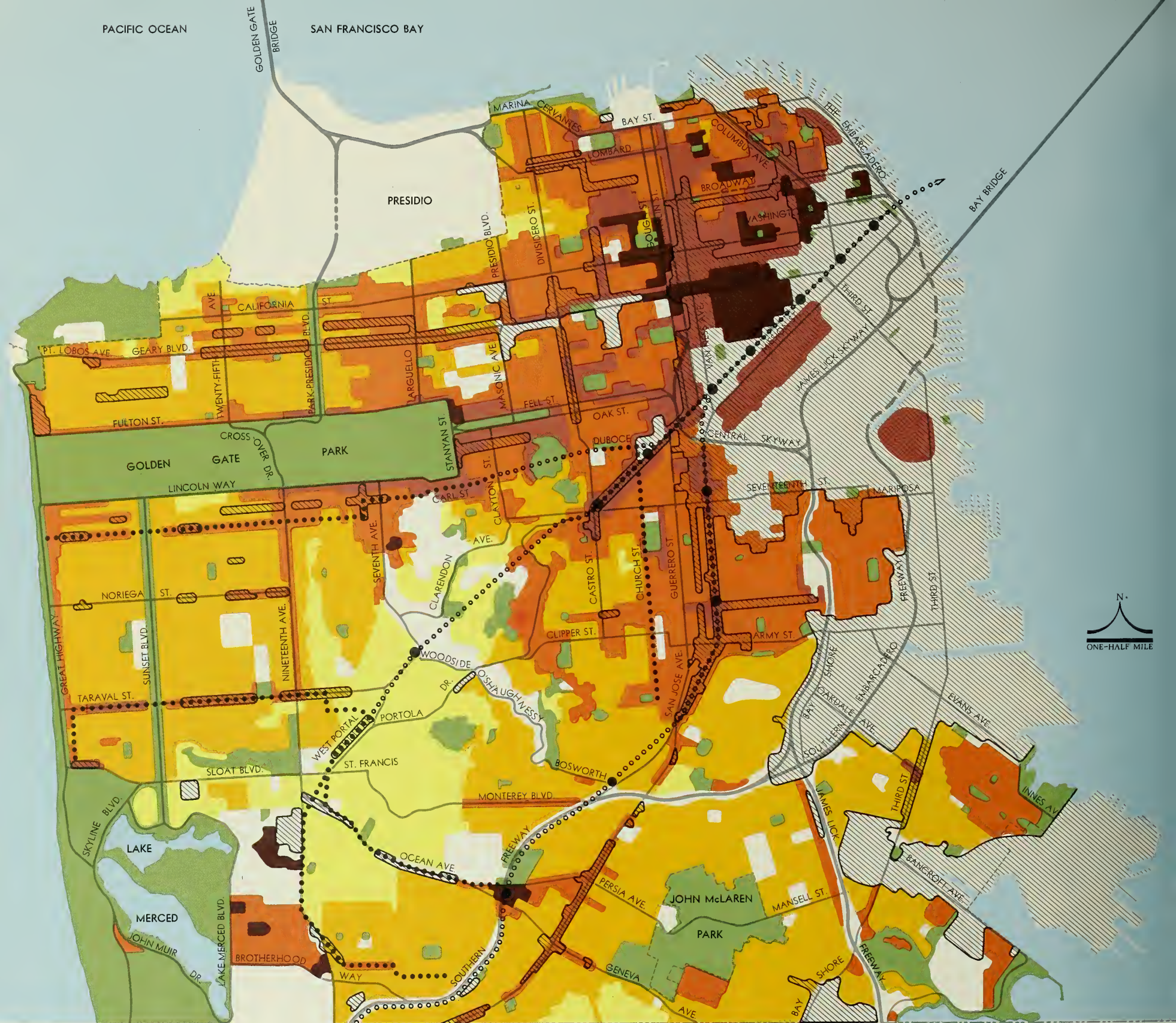
HIGH DENSITY

Ten- to 20-unit apartment buildings; three to eight stories; 60 to 200 dwelling units per net acre; 120 to 440 persons per net acre.



HIGHEST DENSITY

Apartment buildings over 20 units and/or eight or more stories; 160 to 420 dwelling units per net acre; 300 to 800 persons per net acre.



GENERALIZED RESIDENTIAL LAND USE PLAN BY DENSITY & BUILDING TYPE

<p>LOWEST DENSITY Single Family Detached</p> <p>LOW DENSITY Single Family and Duplex Row Houses</p> <p>MEDIUM DENSITY 3 to 9 Unit Flats and Apartments</p>	<p>HIGH DENSITY 10 to 20 Unit Apartments · 3 to 8 Stories</p> <p>HIGHEST DENSITY Over 20 Unit Apartments · Over 8 Stories</p>	<p>COMMERCIAL AND INDUSTRIAL</p> <p>RESIDENCE AS A MIXED USE with Commercial or Industrial Uses</p>	<p>PARKS</p> <p>RAIL TRANSIT SYSTEM Subway · Station · Surface</p>
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environment.

Some of the factors favoring higher densities in a given area are the following:

Proximity to employment centers, including downtown, district commercial areas, industrial areas and major institutions.

Nearness to community facilities, such as neighborhood shops, schools, libraries, recreation facilities and open space.

Accessibility to transportation, especially rapid transit, but including bus routes and major auto routes.

Neighborhood character which will accommodate higher density along with existing development without extraordinary disruption.

Urban design factors, such as enhancement of topographic form and views, and creation of significant focal points at community centers.

These factors, as well as others suitable to individual areas, should be considered when encouraging higher densities in parts of the city. For the most part, zoning limitations on density already permit the types of density increases contemplated, and increases within existing zoning should be considered first. In some instances, application of the factors listed above could result in recommendations for changes in zoning.

This intensification policy does not propose using as its sole measure of effectiveness the number of housing units added to the housing stock. Such an approach would tend to encourage developments that increase the number of housing units while seriously overloading the facilities and services available to the people housed in these units. Rather, this policy proposes evaluating housing developments in terms of the character of the housing units -- size, rent level, design -- as well as housing-related amenities and services, to see how these meet the goals and objectives of the city.

POLICY 2

IN THE DISPOSITION OF SURPLUS AND UNDERUSED PUBLIC LAND GIVE PRIORITY TO USES THAT BEST MEET PUBLIC NEEDS

Public property in a built-up city like San Francisco is an important public resource. When public land is underused or becomes

surplus to one public use, it should be re-examined to determine what other uses would best serve public needs. Basically, there are two ways in which public needs can be served: by direct public use of land, as in school facilities, or by private development that achieves public objectives, such as moderate-income housing.

Priorities for Use

It should be the policy of the City and County of San Francisco that the following priorities be applied in determining the future use of surplus or underused public land:

First: Primary consideration should go to direct public uses that would meet either immediate or long-term public needs. Such uses include community facilities, open space, and public utilities and transit.

Second: If some public use is not appropriate, then the property should be evaluated for its usefulness in meeting other public objectives, including adding to the stock of low- and moderate-income housing.

Third: If the property is not essential for locating new public facilities, or cannot be used appropriately to meet other public objectives, the property may be sold but preferably leased at maximum value consistent with Planning Code provisions.

Applying the Priorities

Each City department or agency, including the School District and Redevelopment Agency, should be required to report surplus or underused land to the Real Estate Department on a regular basis. Suggestions for multiple-use development should also be reported. The reports should be made at the same time Capital Improvement requests are submitted to the Department of City Planning.

For each property declared surplus or underused and for each property suggested for multiple use, the Department of City Planning, in conjunction with the Real Estate Department, should make an assessment on the disposition of the land based on the priorities previously stated.

The City Planning Commission should review and revise the assessment and make an annual report to the Mayor and the Board of Supervisors on the disposition of surplus and underused land. This report should provide guidelines for long-range, consistent planning and for daily decisions.

POLICY 3

DEVELOP HOUSING THROUGHOUT THE BAY AREA LINKED TO THE NEEDS OF THE REGION AND THE RENEWAL OF THE CENTRAL CITIES

San Francisco has limited opportunities for building new housing without greatly changing the character of the city and significantly increasing its resident population. In order to meet the need for better housing in the growing region, more housing should be developed throughout the Bay Area. This housing should be located and priced so that it provides alternate resources for San Francisco and other Bay Area counties and cities with urgent housing needs.

Simply providing more housing, however, is not the intent of this policy. Housing should be developed as part of entire new communities which conserve open space and are built in conjunction with employment opportunities, good transportation systems, and essential community facilities. New communities, as proposed in this policy, provide housing for a range of economic groups. They are not glorified subdivisions or relocated ghettos.

San Francisco should seek a regional, State, and Federal commitment to provide funds for new community development linked to the needs and renewal of Bay Area cities. New communities should be developed at a scale which will contribute in a major way to meeting the region's housing needs. Furthermore, job opportunities should be provided within new communities and rapid transit should link them with San Francisco and other employment centers.

Development of new communities should be the major thrust of regional planning for housing. San Francisco should work through the Association of Bay Area Governments to develop and implement a regional housing plan.

OBJECTIVE 3

PROVIDE MAXIMUM HOUSING CHOICE BOTH IN THE CITY AND IN THE BAY AREA, ESPECIALLY FOR MINORITY AND LOW-INCOME HOUSEHOLDS

The main purpose of this objective is to state a public policy that the City should encourage residential development which will increase the housing opportunities for those racial and economic groups whose housing choice is presently limited.

POLICY 1

DISTRIBUTE LOW-INCOME HOUSING THROUGHOUT THE CITY

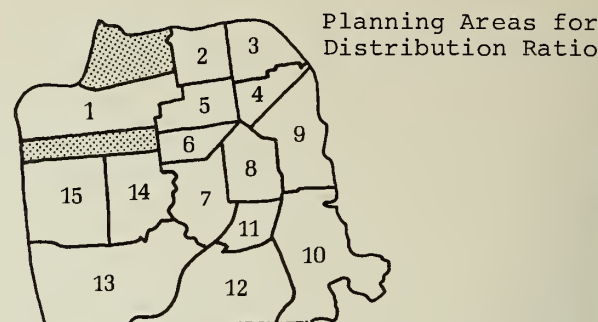
Over the years, most low-income housing has been constructed in relatively few districts of San Francisco. This trend should be reversed through an expanded program to build and lease housing throughout the city.

As a matter of policy, the City should establish a ratio of public housing to be developed in each of the 15 planning areas of the city. The public housing program should be planned to move the ratio of permanent public housing units to total housing units in each planning area closer to the ratio of the city as a whole. Eventually, the citywide ratio and the ratio for any one of the planning areas would be about the same. For example, if the ratio of public housing units to all housing units in the city is X percent, each planning area should have approximately X percent of its housing units as public housing. This ratio would change over time in accord with changes in the housing inventory and in the stock of public housing.

In application, the City's use of this distribution ratio should be flexible enough so that additional low-income housing can be constructed in those areas exceeding the citywide ratio when there is a desire on the part of the community involved to provide more public housing. The Housing Authority should not look to these areas, however, unless that desire is expressed. Furthermore, efforts should be made to construct public housing in those areas which fall considerably below the citywide average.

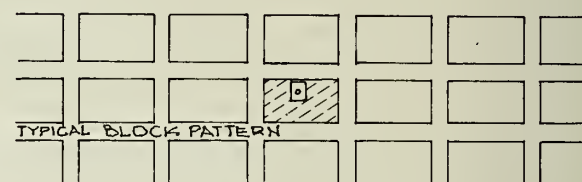
Within the general distribution ratio described above, the City should establish policy guidelines which are designed to take into account such factors as density, visibility and impact on community services. The guidelines are structured to reflect the differences between housing for the elderly and family housing. They are based on the fact that most neighborhoods can accommodate fewer family units than elderly units because of the greater demands that families place on community facilities. The guidelines also differentiate between residential densities as established through zoning. In general, greater distances between public housing developments are prescribed in lower-density areas than in higher-density areas. These distances are determined by city blocks rather than by a radius around sites because people perceive a neighborhood as they move along blocks, not through them. In

GUIDELINES FOR PUBLIC HOUSING DISTRIBUTION



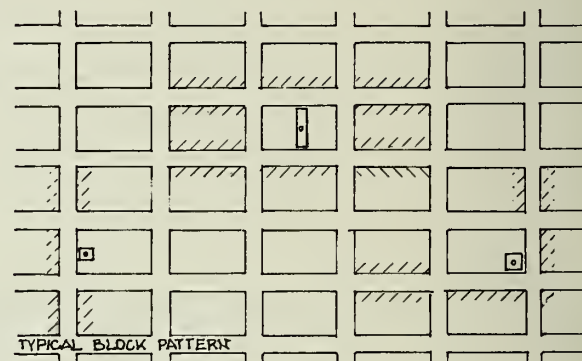
1. There should be no more than one public housing development regardless of size per assessor's block in zoning districts through R-4. Because R-5 is the highest density district in San Francisco, there may be more than one public housing development per assessor's block in R-5 districts.

R-1 through R-4 areas

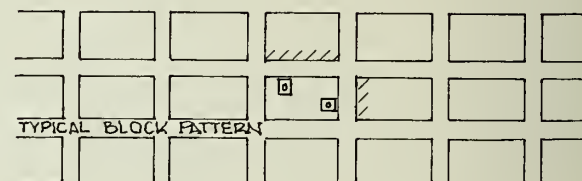


2. Additional public housing developments in residential districts through R-3 should not be permitted in the street frontage directly across from a public housing development nor in the frontages of one block on either side of the block containing the development. In R-4 and R-5 districts this guideline should apply only to the street frontage directly across from a public housing development. Exceptions may be made only in R-5 districts if proven acceptable by an evaluation of environmental conditions including topography, size and visibility of developments as well as an assessment of social factors.

R-1 through R-3 areas



R-4 and R-5 areas



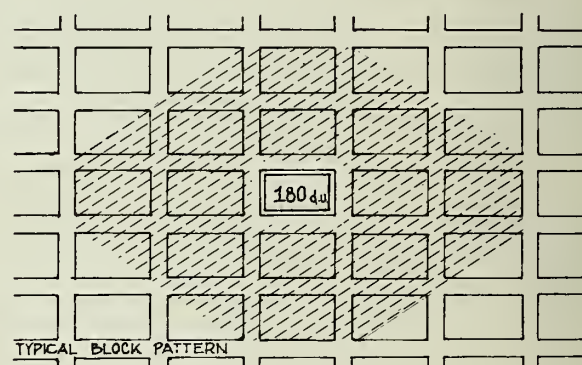
3. The following public housing projects in the Western Addition, Northeast, Mission, Potrero, South Central and South Bayshore districts of San Francisco warrant special consideration:

Yerba Buena Plaza	Ping Yuen North	Holly Gardens
Yerba Buena Annex	Valencia Gardens	Sunnydale
Westside Courts	Mission Dolores	Harbor Slope
Hayes Valley	Potrero Terrace	Hunters Point A & B
North Beach	Potrero Annex	Hunters View
Ping Yuen	Bernal Dwellings	Alice Griffith

Because of the size and intensity of these family projects constructed a number of years ago, a larger area than excluded by the previous guidelines may be necessary if further concentration of public housing is to be avoided. After analysis of neighborhoods surrounding the large, family projects listed, additional permanent public housing may be excluded in accord with the following distances measured in number of units per assessor's block:

No. of units in project	Distance along street	Diagonal Distance
1-99	1 block	1/2 block
100-199	2 blocks	1 block
200-299	3 blocks	1-1/2 blocks, etc.

This general formula may be applied and then a more operable area may be defined by following block frontages in accord with this formula.



areas excluded from additional public housing

this manner, visibility of housing developments is also taken into account.

In conclusion, the two levels of policy -- the ratio for planning areas and the more specific guidelines -- are designed to facilitate citywide distribution of public housing while insuring that new concentrations do not develop at the neighborhood level.

Design of Public Housing

Successful public housing is the result of good design as well as distribution. New public housing developments should be smaller in scale than older projects and large numbers of family units should not be located on a single site. New public housing proposals should be reviewed for such qualities as good design, harmony of scale with the adjacent neighborhood and the provision of open space and landscaping. Public housing sites should be reviewed also in terms of the availability of community facilities and open space.

POLICY 2

INCREASE THE SUPPLY OF LOW-INCOME HOUSING IN THE BAY AREA

While San Francisco works to expand its supply of low-income housing, other Bay Area municipalities should be doing the same. This is not to say that San Francisco should slow down its efforts to provide low-income housing while other parts of the region catch up. Since it is expected that low-income people will continue to concentrate in central cities, San Francisco, Oakland, Richmond, and San Jose will go on providing a large share of the region's low-income housing. But the housing problem -- and the economic problems associated with it -- is regional, and the responsibility to provide low- and moderate-income housing should be met by all municipalities and counties in the Bay Area. If this is done, it will also improve employment opportunities for low-income people by helping to correct the labor force imbalance between central cities and outlying communities.

Requirements/Incentives

Federal, State, and regional requirements should be enacted to make it mandatory for all communities to incorporate provisions for building low-income housing in their master plans, workable programs, and zoning ordinances. The City of San Francisco should lobby to have such provisions prerequisite to receiving all Federal grants-in-aid, including those for highways, sewers, and airports.

Builders and developers who use Federally insured financing for housing should be required to make available a certain number of these units for sale or rental to low-income families.

Regional Organization

Housing authorities in the metropolitan area should cooperate in distributing sites and building housing throughout the region. This cooperation should eventually lead to regional organization of housing authorities in the Bay Area.

New Communities

Housing for the entire range of income groups, including the very low, should be provided in new communities developed in the Bay Area.

POLICY 3

WORK FOR OPEN OCCUPANCY

Without open occupancy, the objectives recommended in this plan will be extremely difficult to achieve. The City should take action against discrimination in the following ways:

Enforce Fair Housing Laws: Not only race, but national origin and religion are grounds for illegal discrimination in housing. Experience has shown that existing fair housing laws are adequate but that more successful ways of enforcing these laws are needed. Enforcement should be carried out more actively than through the present process of filing complaints and law suits.

Maintain High Standard of Public Services and Facilities in Areas Undergoing Considerable Population Change: Areas where the population is changing from old to younger or from one racial group to others need an especially high level of public services to make the change more acceptable and to ensure continuity and integration. The City should pay special attention to areas undergoing change to see that public services, particularly schools, meet or excel citywide standards.

POLICY 4

REVIEW SAN FRANCISCO CODES TO PROMOTE CONSTRUCTION OF LOW- AND MODERATE-INCOME HOUSING

The City's planning and building codes should continue to be reviewed, to prevent requirements from unduly restricting needed housing development.

The price and scarcity of land and money to finance construction are clearly major cost factors in the provision of housing. However, during the course of administering local code requirements, both the Department of City Planning and the Department of Public Works should determine whether provisions can be modified in any way, without sacrificing quality or safety, to aid construction of moderate- and low-priced housing. Increased construction also benefits the city by maintaining employment in the housing industry.

OBJECTIVE 4

APPLY A COMPREHENSIVE PLANNING APPROACH TO PROGRAMMING COMMUNITY IMPROVEMENTS AND SERVICES

When compared with other major cities in the country, San Francisco's unique qualities are clearly visible. San Francisco, however, shares in common with other large cities a number of problems which are critical restraints to progress in housing: poverty, discrimination, the lack of funds, limited available land, and a government organization slow to respond to changing needs.

Since these underlying problems limit San Francisco's ability to satisfy housing needs, the City should aim for a comprehensive approach to planning and budgeting. This approach would coordinate community improvements so that they reinforce each other. Raising the quality of education in a community's schools, for example, would be a good way to retain families in the area. A program to rehabilitate housing would also help to retain families and would improve the community in another dimension. Coordinating the two programs, moreover, would greatly enhance the community's desirability. Comprehensive planning allows this combination of programs. It also provides citizens with choices as to which programs should be coordinated to meet the most pressing needs of their communities.

Comprehensive planning is important on a citywide basis as well, for it creates a framework for the assessment of community needs in terms of citywide resource development. This comprehensive framework contributes to making program and budget decisions more rational.

POLICY 1

ESTABLISH PRIORITIES FOR ALLOCATING SERVICES AND IMPROVEMENTS BASED ON COMMUNITY NEEDS

San Francisco should set priorities for

capital improvements and community services in residential areas. Priorities should be based on the individual needs of various communities in the city and on the effect improvements can produce on the quality of these communities.

Based on individual need, high priority should be given to communities with the most serious deficiencies in existing facilities and services. Some areas require more services than others, and these variations should be taken into account in the priorities. Street cleaning schedules, for example, might be more frequent in those parts of the city where streets are intensely used and less frequent where street activity is minimal.

Depending on the community, some public improvements have more potential than others. Priority should be given to those residential areas where there may be special potential to improve the overall quality of the neighborhood by providing better facilities and services.

POLICY 2

EXPAND AREA PLANNING AND LINK IT TO RESOURCE PROGRAMMING

The Department of City Planning operates an Area Planning Program in several communities of the city. The program is designed to work with citizens in order to define problems which are most important to them and to direct public expenditures toward solving these problems. This Area Planning Program should be expanded to communities ranking high in citywide priority but not being served by comprehensive improvement programs.

The Area Planning Program should be linked directly with a resource program so that planning emphasizes the delivery of services and facilities. Programs which allocate money in the form of bloc grants can provide for a coordinated attack on the physical, social and economic problems of a community. Under this system, an action program can be prepared. After necessary approvals, bloc grants can be allocated to carry out the plan. Funds are not earmarked for specific programs, as is the case in other government-aided projects; rather, a bloc grant is received to be allocated toward achieving objectives set by community residents through their planning organization.

Procedural problems would undoubtedly emerge but the bloc grant method has merit, for it ensures that the plan reflects community priorities rather than the availability of

government funds for certain types of projects. Furthermore, bloc grants provide incentives to coordinate government spending in an area. For these reasons, Area Planning should be expanded and linked directly with resource programming for community improvements.

POLICY 3

IMPROVE NEIGHBORHOOD SERVICES THROUGH GOOD DESIGN AND PROPER LOCATION OF PUBLIC FACILITIES

The design and quality of public facilities is a means of upgrading San Francisco's residential areas.

Streets are a prevalent public facility and have considerable influence on the character of residential areas. For this reason, the impact on neighborhood character and cohesiveness must be used as a primary criterion for developing and improving streets and highways. Street designs should be determined by the effect of traffic on adjacent uses as well as by traffic volume and destination. Heavy through traffic should be restricted to a minimum number of streets traversing residential areas, when alternative routes bypassing residential areas are not available.

Public facilities should take advantage, if possible, of the positive design attributes of the surrounding environment. The design and location of community facilities should create focal points and community activity centers. Public facilities should define a standard of environmental quality for other public and private buildings in the area. Well-designed public improvements and a high caliber of municipal service should provide incentives for private improvements. Specific means by which the quality of San Francisco's residential communities can be upgraded through environmental improvements will be proposed in the urban design element of the Comprehensive Plan.

OBJECTIVE 5

ENCOURAGE CITIZEN PARTICIPATION IN PLANNING AND PROGRAMMING PUBLIC IMPROVEMENTS

Citizen participation in the government decision-making process is critical. There are no easy ways to insure effective citizen participation. In general, public agencies should use the resource of citizen participation. Public agencies involved in planning and housing should welcome ideas, proposals, and criticism from citizen groups, discuss them with these groups, and consider modification of their programs and

procedures to embody them.

POLICY 1

ESTABLISH MORE EFFECTIVE MEANS FOR CITIZEN PARTICIPATION AT THE CITYWIDE LEVEL

It is the responsibility of citizens and their elected representatives to call for changes in public policies when necessary. In order to make government more responsive to requests for change, however, the structure and procedure of government should be adjusted continually to accommodate the participation of more people at key points in making public decisions.

Public hearings and citizen commissions are the major forms of citizen review prescribed in the City Charter. These traditional forms can be made to work well if citizens are informed of policies and the implications of potential decisions. In order to do this, the following steps should be taken:

1. All public information should be easily accessible to the public.

2. Notices of public hearings should be mailed and publicized far enough in advance for citizen groups to inform their members about them and discuss the issues involved before the hearings. Adequate review time should be provided prior to formal hearings so that everyone has the opportunity to speak out and so that some conflicts can be resolved during the review process.

3. Notification of public hearings, eligibility requirements, appeal procedures, etc., should be in everyday wording and when necessary in languages such as Chinese and Spanish, in addition to English. Agenda items of public agencies, commissions, and boards should be stated in terms that inform citizens of what issues are to be involved.

4. Evening meetings should be the general rule, not the exception. And special purpose meetings should be held in neighborhoods when this will promote greater citizen participation.

5. Some groups have not had equal access to participation in decision-making. Efforts should continue so that these groups are better represented on advisory, policy-making, and implementing bodies. More specifically, commissions, code advisory boards, appeals boards, and staffs should be constituted to better represent the racial, social and economic

composition of San Francisco.

In addition to improving the commission and hearing structure, a variety of techniques should be used to establish effective means for citizen participation. Before hearings are held, there should be widespread coverage by the media. It is also essential that elected officials and the staff of City agencies meet frequently with community groups to discuss specific policies as they relate to individual communities. Citywide or community-based citizen advisory committees may prove desirable in some cases.

POLICY 2

PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN PLANNING AND PROGRAMMING OF LOCAL COMMUNITY IMPROVEMENTS

Beyond the need for active citizen involvement in matters of a citywide nature, there should be more opportunities for citizen participation in matters concerning local, residential communities. Programs which affect particular areas of the city should be planned and scheduled in recognition of the needs expressed by local residents. Several means by which this can be achieved are through Model Cities, FACE, redevelopment, and an active Area Planning Program. These approaches can provide citizens the opportunity to bring community issues into public purview on a continuous basis.

Another approach is the formation of neighborhood or community planning boards. These boards are made up of persons from local communities and represent the community's interest in matters affecting their areas.

A combination of techniques for encouraging citizen participation in community matters is probably needed. As a matter of policy, therefore, the City should require public agencies to employ as many means as possible to assure citizen involvement in planning and programming community improvements before these improvements are scheduled.

SELECTED PROGRAM REVISIONS

SYSTEMATIC CODE ENFORCEMENT

Systematic Code Enforcement operates on a citywide basis and is the City's tool for preventing blight and maintaining standards in all hotels and apartment buildings containing three or more units. The program is the responsibility of the Bureau of Building Inspection (BBI) in the Department of Public Works.

Based initially on an inspection of all buildings within the jurisdiction of the program, a numerical point rating was assigned to each building, depending on the type of code violations present. Buildings with the most serious violations were assigned the highest rating and were first priority for code enforcement action. As violations in the worst buildings are corrected, the Bureau of Building Inspection concentrates on buildings with lower ratings and so on until all buildings are brought up to the code.

The revised policy dealing with code enforcement outlines methods for improving the Systematic Code Enforcement program. The improvements are general and in keeping with the level of discussion appropriate for the City's Comprehensive Plan. However, the issue of Systematic Code Enforcement, which has generated widespread citizen concern, warrants more detailed consideration than possible in the Comprehensive Plan. Methods for improving the Code Enforcement Program are described below under three general headings, corresponding to the points recommended in the Comprehensive Plan policy: (1) programs to improve Systematic Code Enforcement; (2) an information system for Systematic Code Enforcement; and (3) administration and procedure.

PROGRAMS TO IMPROVE SYSTEMATIC CODE ENFORCEMENT

PROGRAMS TO PROVIDE FUNDS FOR CODE REPAIRS

Escrow Accounts: San Francisco should support State enabling legislation to permit the establishment of escrow accounts into which tenants of buildings in code violation could place their rents. The rents would then be used to remedy housing deficiencies. Once the buildings were brought up to code, the rents would

again be paid to the owner, and the escrow account closed. Municipal jurisdictions, as well as tenants, should be allowed to initiate action setting up escrow accounts for tenants in buildings with code violations.

This system would provide a method of financing corrective work in a deficient structure whose owners would not or could not comply with codes.

Repair Fund: In July, 1970, the Board of Supervisors appropriated \$200,000 for a special revolving fund to make City-sponsored loans to property owners who cannot bring their buildings up to code. Public contracts of up to \$1,000 per unit per building can be let for repairs necessary to correct code violations.

Owners are required to repay loans within the first year, thus providing a means for the fund to replenish itself. Those who do not repay the fund within the first year are required to pay six percent annual interest on the loan.

Building owners are not able to apply for funds. The Bureau of Building Inspection determines which buildings qualify and the funds go to owners with financial difficulties, not to slum lords who have the money but will not repair.

This repair fund appears promising, but after its first year of operation it may require strengthening. For example, the Bureau of Building Inspection may find that the revolving fund should be larger to enable the program to operate at the scale needed.

A PROGRAM TO EXPEDITE LEGAL ACTION IN THE CODE ENFORCEMENT PROCESS

Housing Court: Housing matters, such as code violations and evictions, are presently scattered throughout the court docket; and there is as much as a two-year delay in court action over housing violations. In order to expedite decisions necessary for improving the housing stock and resolving tenant/landlord disputes, housing matters should be consolidated and decided in a special housing court, involving City attorneys and judges most knowledgeable in housing. Establishing a housing court need not

require funding an entire new court; an afternoon and evening a week in one of the existing municipal courts could be set aside for housing matters. Experience in other cities, such as Baltimore and Chicago, has shown that a special court for housing can be a major aid in expediting the Code Enforcement Program.

ACTIONS TO PREVENT OWNERS OF BUILDINGS FROM USING CODE ENFORCEMENT AS AN EXCUSE FOR EVICTING TENANTS WHEN CODE REPAIRS COULD BE MADE WITHOUT EVICTION

A City Ordinance: During the course of administering the codes, it has been observed that a number of the evictions attributed to Systematic Code Enforcement are not directly caused by the program. Instead, in some cases owners are using code enforcement as a reason to evict tenants in order to re-rent the units at higher rents without protest or to do painting or other repairs which are easier when housing units are not occupied.

This practice occurs more often during times of acute housing shortage. It can be discouraged by adopting a City ordinance requiring owners to demonstrate that vacating the unit is necessary to make code repairs. This ordinance would not interfere with the owner's right to evict under lease stipulations. However, it would make the code violations listed below legitimate reasons for displacement and it would allow tenants to contest evictions attributed to deficiencies other than those listed. The proposed housing court or some other legislated governmental body could be used to hear these cases and determine the necessity of vacating the unit. If displacement is found necessary, relocation assistance would be provided. If not, the owner could be required to let the tenant remain.

DEFICIENCIES WARRANTING DISPLACEMENT

- a) Egress is missing
- b) Serious electrical hazards exist
- c) Structurally unsafe
- d) Gas appliances lack approved vents
or the appliance is not approved
- e) Lacks sanitation facilities.

In order to work well, tenants must be fully informed on the provisions of this ordinance. The tenant information program, proposed below, should serve to do this. In addition, legal aid organizations and neighborhood service groups could use the ordinance to minimize unnecessary displacement as a result of code enforcement.

A PROGRAM TO INFORM TENANTS IN BUILDINGS WITH CODE VIOLATIONS ABOUT THE CODE ENFORCEMENT PROCESS

Tenant Information Service: The procedure for administering Systematic Code Enforcement should be improved to provide for direct communication between the staff of Bureau of Building Inspection and tenants affected by the program. At the time when legal action is initiated against a building, tenants should be sent a certified letter which

1) outlines the basic stages involved in the Systematic Code Enforcement process and identifies the stage of their buildings;

2) explains the type of repairs required of the owner in order to bring the building up to code;

3) explains that code violations do not necessarily mean tenants have to leave; and explains, when the new ordinance is enacted, that owners are required to demonstrate that eviction is necessary in order to make code repairs;

4) explains under what conditions tenants are entitled to relocation assistance:

According to BBI Administrative Bulletin No. B-12, July 9, 1970, deficiencies warranting displacement must involve at least one of the following:

- a) Egress is missing
- b) Serious electrical hazards exist
- c) Structurally unsafe
- d) Gas appliances lack approved vents
or the appliance is not approved
- e) Lacks sanitation facilities

In the event that the affected tenant requests relocation assistance prior to the filing of an application by the owner to do work in a building, the building inspector inspects the living unit and if it is found that one of the above deficiencies exists, a report is filed with the Chief Building Inspector who will determine whether relocation referral is warranted. If so, he approves the referral to the Central Relocation Service (CRS). The CRS then determines whether the tenant's income qualifies him for relocation payments or whether he is entitled simply to referral services and counseling.

Enactment of the ordinance proposed in this report would mean that relocation assistance would be extended to those tenants who contest code enforcement evictions attributed to violations other than those listed in B-12 in cases where the court holds that vacating the unit is necessary to make code repairs. Furthermore, implementation of the Comprehensive Plan relocation policy would mean that persons displaced by code enforcement would receive uniform services and payments at least equal to those required under Federal programs.

* * *

Staff and operating funds will be required in order to carry out the Tenant Information Service outlined here. This service could be located in the BBI, the Mayor's Office, the Human Rights Commission, or a new Office of Housing Information. Wherever it is established, to be successful the service must be adequately funded and staffed and must work closely with community organizations and service groups as well as individual tenants in areas affected by Systematic Code Enforcement.

PROGRAMS TO KEEP BUILDINGS WITH CODE VIOLATIONS FROM BEING ELIMINATED FROM THE HOUSING INVENTORY

Tax Moratorium on Code Repairs and General Housing Improvements: There are occasions when owners vacate buildings rather than make needed code repairs. When this occurs, the owner has usually reached a stage in his investment when it is more lucrative to vacate and sell the property or demolish the building for another use. A tax moratorium on code repairs and general housing improvements may serve to prolong the economic life of some multi-unit residential structures and keep them in San Francisco's housing inventory. Moreover, such a moratorium should help upgrade the physical condition of housing in general. State enabling legislation is required for a tax moratorium.

Receivership Program: A tax moratorium, however, will not prolong the economic life of all buildings. A receivership program should be established to take over condemned, abandoned, or gift buildings. After acquisition by the receivership program, the buildings would be rehabilitated and sold to the Housing Authority or to nonprofit housing development corporations as additions to the low- and moderate-rent inventory. The receivership program could also sell buildings in need of rehabilitation to agencies or nonprofit organizations equipped to rehabilitate them for low- and moderate-income housing.

State enabling legislation is the first prerequisite for a receivership program. San Francisco should lobby for such legislation and then fund a City-operated receivership program. The program should either be provided with funds to do its own rehabilitation or the Board of Supervisors should establish a Housing Development Corporation to rehabilitate housing as well as construct new housing.

Revolving Rehabilitation Fund: The Board of Supervisors should support a Charter amendment which would allow municipal bonds to be issued establishing a revolving fund to furnish loans for the rehabilitation of private residential property in San Francisco. This fund would supplement the Repair Fund by providing loans not only for code repairs but for a portion of the cost of general property improvements as well.

If this fund is to provide maximum benefit, interest should be below market rate on short-term home-improvement loans. Longer terms could be made available if needed. Rent stabilization agreements should be required of owners taking advantage of these benefits.

The Rehabilitation Fund differs from the Repair Fund in that owners would participate voluntarily and that participation would be limited by income and by area. It could be applied in areas where it is difficult to receive a loan from private lending institutions. It could be used in conjunction with the receivership program to provide rehabilitation loans to nonprofit sponsors purchasing properties from the receivership program.

PROGRAMS TO MINIMIZE DISPLACEMENT OF PEOPLE DUE TO RENT INCREASES

Leased Public Housing: When rents go up after code repairs are made, displacement of tenants can be eased by urging those who qualify to request landlords to take part in the leased public housing program. This would apply only to those households with incomes qualifying for public housing; and depending upon the owner's consent, it could apply to one unit or to a number of units in a building.

Use of the leased public housing program to minimize code enforcement displacement would require close cooperation among the Bureau of Building Inspection (BBI), the Housing Authority, and neighborhood service organizations in order to locate tenants who qualify, inform them of the program, get the landlord to agree to participate, and complete the registration

process in a realistic period of time.

Rent Supplements: A program has been established by Congress to supplement the difference between the rent and what the household can afford to pay, as determined by HUD guidelines. This program has existed for several years, but has been inadequately funded. San Francisco should support allocating funds for the rent supplement program, since it would meet a number of housing needs in San Francisco, including the need to minimize displacement as a result of code enforcement rent increases.

AN INFORMATION SYSTEM FOR SYSTEMATIC CODE ENFORCEMENT

Funds and staff should be provided to continually monitor the results of Systematic Code Enforcement on housing condition and supply, rents and prices, and displacement of residents.

1. Information on housing condition should focus on changes to the housing inventory brought about by the enforcement process. Such changes would include demolitions, new construction, legalization and elimination of dwelling units.

Recommendations for updating this kind of information are included in the Bureau of Building Inspection's October 1970 report entitled "Housing Code Enforcement".

2. Although not recommended in the Bureau of Building Inspection report, information is needed about the changes in rents and values brought about by the code enforcement process. When enforcement action is initiated against buildings, records should include rent structures and assessed valuations. After buildings are brought up to code, results of new assessments should be recorded and follow-up inquiries should be made to determine the indirect impact of code enforcement on rents.

3. Better information is also needed on residents affected by code enforcement. This information should be in a form which will provide a better basis for estimating annual displacement and the housing needs of those displaced.

This information should include:

3a. The number, household size, and income of people occupying units with code violations.

3b. The number of people displaced as a result of code enforcement correlated with the types of code deficiencies. Information of this nature is essential in making estimates of

future displacement.

3c. The distribution of buildings with code violations correlated by the types of code deficiencies and the household characteristics of residents in deficient buildings. This is necessary to determine which neighborhoods are likely to have the greatest displacement and the most problems rehousing those displaced.

In addition to this information, follow-up records should be maintained to give an indication of the adequacy of relocation housing for those displaced by code enforcement. Records should show whether families and individuals required to move relocated in buildings with code violations and what they paid for new housing.

All of the information collected for Systematic Code Enforcement should become part of the citywide Common Information System.

ADMINISTRATION AND PROCEDURE

The Bureau of Building Inspection should maintain contact and meet often with citizen groups, service organizations, and public agencies to review code enforcement procedure and to consider improvements in the administration of the program.

CONVERSION AND INTENSIFICATION AREAS

The Comprehensive Plan contains a map illustrating the actions necessary to achieve the proposed residential land use plan. These actions can be generalized into three categories: conversion to residence as part of multiple-use developments, conversion to predominantly residential use, and intensification of residential use. The general nature of the Comprehensive Plan does not permit a description of each of the areas designated for conversion or intensification. In order to further clarify the map, a brief description follows.

INTENSIFICATION OF RESIDENTIAL USE

Increases in existing density are proposed in areas where accessibility to open space, transportation and community facilities would allow more intensive development. For the most part, existing zoning limitations on density already permit the types of residential intensification recommended. This intensification would occur primarily through private action as

the economics of the situations permit.

Fulton and Fell Streets and Lincoln Way: An increase in the existing density is possible along portions of these streets to take advantage of the open space provided by Golden Gate Park. Intensification of the existing density would be in keeping with present zoning.

Stonestown: The residential development southwest of the shopping center can be intensified, for the site is accessible to transit, shopping and major institutions. Housing in this vicinity should accommodate small households for the most part.

Vicinity of 16th and 24th Street BART Stations: Mixed-use combinations with higher residential densities would be suitable around BART stations at 16th and 24th where residents can take advantage of nearby rapid transit service.

Outer Market Street: Multiple-use development surrounded by more intense residential development would be appropriate for Market Street between the skyway and the tunnel.

Southwest side of Alamo Square: More intense residential densities could be encouraged on the high side of the Square to take advantage of the open space and beautiful view. Any new development should complement the surrounding neighborhood and its fine Victorian structures.

Jackson-Pacific Corridor and Northeast Portion of Western Addition: Some high-rise apartments have already been constructed here. Additional high-rise structures could be developed.

CONVERSION TO PREDOMINANTLY RESIDENTIAL USE

In the central and southeastern sections of the city, there are significant amounts of land which could be converted to residential use. While some of this land is zoned for industry, for various reasons it is unsuitable for that purpose. Other areas recommended for conversion are undergoing transition and are no longer suitable for their previous land uses.

Playland: The Whitney's by the Beach area could be converted to a new residential neighborhood. From 200 to 300 units are possible depending on the mixture of housing types. Family housing should predominate. New development would be within the 40-foot height limit

for the area.

Diamond Heights Area: In accord with the Diamond Heights redevelopment plan, the City should continue to convert this area to predominantly residential use.

South Bayshore Sites: About 1,400 units of low- and medium-density housing for families are recommended for sites on Candlestick Cove and Bayview Hill. More specific design recommendations for this development are included in the "South Bayshore Plan".

Vicinity of 16th Street BART Station: Mixed-use combinations with higher residential densities are suitable for most BART stations. Around the 16th Street station there is an opportunity over the long run to convert some nonresidential uses to residence.

Vicinity of Regal Pale Brewery: Plans exist to convert this vacant brewery into a residential development. Residential neighborhoods surround the brewery to the west and south, and over the longer run it would be desirable to convert marginal nonresidential uses in these neighborhoods to residential uses.

Golden Gateway: The City should continue to pursue its plans for redeveloping this area into a downtown residential neighborhood complete with community services.

CONVERSION TO MULTIPLE USE

The combination of housing with certain commercial, industrial and institutional uses should be encouraged to provide new housing. Although mixed uses are not desirable in all parts of San Francisco, there are locations which offer particular advantages for multiple use. In some cases, multiple-use development has already occurred and it is desirable to maintain the mix of residence with other uses. New locations for multiple-use development usually are found where an area is undergoing transition in land uses or where a relatively large piece of land is not used to its potential.

Geary Street: The Geary Street rapid transit line is second in priority to the BART extension to the airport. Over the longer run, mixed-use combinations and higher residential densities would be appropriate for this corridor of high accessibility.

Stanyan Street: High intensity multiple-

use developments would be desirable to define the edge of Golden Gate Park. Housing and hotel accommodations would be appropriate combined with uses that would complement the Park and serve the Haight-Ashbury community.

Noriega and Taraval Streets: Residence should be encouraged as part of multiple-use developments along these two commercial-residential streets.

Sloat and 46th Avenue: Residence combined with multiple-use developments would be appropriate in this area opposite the zoo. The 100-foot Ocean Beach height limit would apply.

China Basin Channel Area: This large area represents one of the last opportunities in San Francisco for substantial conversion to multiple-use development. It is made even more unique by the presence of the channel. For this reason, the channel should function as an integral part of the development and as a recreation resource for the city at large. Design of the development should achieve a sensitive mix of industrial, residential and commercial uses.

Third Street around Palou: High intensity multiple-use development around this intersection would be desirable to help define the commercial area and the center of the South Bayshore community.

BART Stations at 16th, 24th and Balboa Park: Mixed-use combinations with higher residential densities would be suitable around these BART stations where residents can take advantage of the proximity to rapid transit.

Franklin Square Area: A new residential community might be developed on vacant and underused land surrounding this Square. Careful planning would be necessary to achieve a desirable mix of industrial, residential, and commercial uses.

South of Market: This area is already characterized by mixed uses. Although designated as a multiple-use area in the Comprehensive Plan, no major new residential development should be added without considerable investment in residential amenities and community facilities.

Outer Market: Development of residence in conjunction with commercial uses would be appropriate over the longer run for this corridor of high accessibility.

Tenderloin and North in Vicinity of Bush Street: This area is a mixed-use area of high residential density. Although densities should not be allowed to increase substantially, residential development should be encouraged along with other uses. Residential amenities, such as open space and community services, should accompany all new housing.

Van Ness Avenue: Over the long run, more residential development should be encouraged along this predominantly commercial street. Heights should conform to the design terms of reference to be established in the Urban Design element of the Comprehensive Plan.

Northern Waterfront Sites: Portions of the Northern Waterfront should be converted to multiple-use developments including residence, as prescribed in the "Northern Waterfront Plan".

SUMMARY LIST:

INTENSIFICATION OF RESIDENTIAL USE

*Fulton and Fell Streets
Lincoln Way
Stonestown
Vicinity 16th and 24th Street BART Stations
Outer Market Street
Southwest side Alamo Square
Jackson-Pacific Corridor and Northeast
Portion of Western Addition*

CONVERSION TO PREDOMINANTLY RESIDENTIAL USE

*Playland
Diamond Heights Area
South Bayshore Sites
Vicinity of 16th Street BART Station
Vicinity of Regal Pale Brewery
Golden Gateway Area*

CONVERSION TO MULTIPLE USE

*Geary Street
Stanyan Street
Noriega
Taraval
Sloat and 46th Avenue
China Basin Channel Area
Third Street around Palou
BART Stations at 16th, 24th and Balboa
Franklin Square Area
South of Market
Outer Market
Tenderloin and North in Vicinity of Bush
Van Ness Avenue
Northern Waterfront Sites*

RESIDENTIAL OPPORTUNITY AREAS

In response to requests from citizen groups, public agencies and the Board of Supervisors, the Improvement Plan published in June, 1970, included a list of potential residential sites. This list was presented for citizen review. After a six month review period, the list has been revised, sites have been deleted and new sites have been added.

The revised list of sites has limitations. It is not exhaustive. Moreover, some of the sites listed clearly involve contingencies which may, after further analysis, preclude residential development. Financial constraints, the capacity of supporting public facilities, and the opinions of local residents must also be taken into account before these sites can be developed.

It should be noted also that not all of the opportunity sites appear on the Comprehensive Plan map as conversion or intensification areas. In most cases, this is due to one of two factors: The individual opportunity sites are either more tentative than areas designated in the plan or they are small sites within existing residential areas. Development of such small sites in existing neighborhoods would not represent a significant intensification of residential use nor substantial conversion to residence.

The Department of City Planning intends to revise the list of opportunity sites periodically in order to demonstrate where new residential development may be possible and in order to present the sites for public review. In reviewing the sites, it should be kept in mind that the Comprehensive Plan and the Planning Code provide the ground rules for development of the sites.

1. CHINATOWN SITES: Two sites for public housing have already been referred to the Housing Authority, after discussion with the community. The Housing Authority is investigating the feasibility of building from 100 to 200 units on each site. Other possible sites in Chinatown are now being considered by the Department of City Planning.

2. CLIPPER STREET SITE (between Douglass and Hoffman): This vacant, view site could accommodate medium-density development contoured to the hillside. Views should be preserved and development should be in scale with the surrounding neighborhood. Units for low- and moderate-income families would be appropriate.

3. FRANKLIN SQUARE AREA: Use of renewal powers is suggested for this area, to purchase vacant industrial properties and to acquire the air rights over the block south of the Square, now a Municipal Railway storage yard. Over the long run, air rights development may also be feasible over commercial properties adjacent to the Square. Medium-density housing for families is suggested, taking advantage of the open space provided by Franklin Square. A school is needed. And a mix of low-, moderate-, and middle-income housing is desirable.

4. GENEVA CAR BARN: This bus storage area is a prime site, located near a BART station, a Muni substation, and City College. The location would be appropriate for apartment housing; from 400 to 1,400 units might be possible using air rights.

5. HOMEWOOD TERRACE: This site is suitable for medium-density family units, a portion of which might be subsidized.

6. KIRKLAND BUS YARDS: Housing for families and the elderly is suggested for this public land, presently used for Municipal Railway storage and maintenance. From 75 to 190 units would be possible, depending on the mixture of family and studio units.

7. MAIN POST OFFICE AREA: Along Market Street between Fifth and Tenth Streets, particularly between Market and Mission, there is a substantial amount of underused land. This area would be appropriate for multiple-use development including housing for households of all incomes. Before any development is proposed, however, a thorough analysis should be made of potential displacement of residents and enterprises.

8. MANSELL RIDGE: Engineering problems have prevented development of single-family homes on these vacant lots. However, good access, close proximity to open space and excellent views present an opportunity for duplexes or low-density garden apartments along the ridge.

9. MARITIME AREA (primarily private land at base of Telegraph Hill): Market-rate and subsidized housing as part of multiple-use development is suggested for this area in conformity with the height limits of the "Northern Waterfront Plan". The housing would probably serve singles and childless couples, unless school facilities could be constructed as part of the development. A planned-unit development with guarantees that a certain



RESIDENTIAL OPPORTUNITY AREAS

proportion of the units would be reserved for moderate- and low-income households would be appropriate.

10. MARY'S HELP HOSPITAL SITE (on Valencia between Duboce and 14th): Medium- to high-density housing for the elderly would be suitable on this site.

11. OLD GOAT FARM: Approximately 40 to 50 family, private market-rate housing units are possible on this sloping site. Views should be preserved within the existing 40-foot height limit and development should reflect the scale of the surrounding neighborhood.

12. OLD GREENHOUSE AREA: Private market-rate family housing is suggested for these sites. A planned-unit development of medium-density townhouses in keeping with the surrounding neighborhood scale would be appropriate for part of these sites. Provision should be made for open space in the planned-unit development.

13. OLD PEPSI BOTTLING PLANT: A mix of moderate- and middle-income housing for families would be appropriate for this site. A planned-unit development with townhouses and medium-density apartments would be desirable. Design should complement the surrounding environment and open space should be provided in the development.

14. PLAYLAND: Private market-rate housing for families is recommended for this large site. It should be constructed as a planned-unit development with a certain percentage of units for moderate- and low-income households. From 200 to 500 units are possible, depending on the mixture of housing types. Self-contained shopping and recreational facilities could be included. The area is presently zoned C-2, with a 40-foot height limit.

15. PRIVATE SITE EAST OF FORT FUNSTON: Private market-rate housing might be suitable for this site if a portion of the large stand of eucalyptus trees next to Skyline Boulevard is preserved.

16. REGAL PALE BREWERY SITE: Under the City's redevelopment program, this site can accommodate 90 to 100 subsidized units for families. Preliminary plans have been prepared by the Department of City Planning and the Redevelopment Agency with the participation of the community.

17. SCAVENGER TRUCK STORAGE LOT: This

site is next to the North Point apartment development; market-rate housing of the same type is recommended. From 75 to 190 apartments could be developed for single people and couples.

18. SOUTH BAYSHORE SITES: About 1,400 units of low- and medium-density housing for moderate- and middle-income families are recommended for Candlestick Cove and Bayview Hill in the Department of City Planning "South Bayshore Plan". Redevelopment provisions will be required to implement a housing program for this area. (In addition to the large-scale possibilities in the Cove, the "South Bayshore Plan" notes that there are about 100 single vacant lots in the South Bayshore area suitable for private development.)

19. UNIVERSITY MOUND RESERVOIR: Low-density townhouses are suggested along the edges of this reservoir and on the surplus pipe yard. A portion of these townhouses should be reserved for low-income families.

20. VACANT LAND NEAR AND ALONG JAMES LICK FREEWAY: From 30 to 50 medium-density family housing units are possible on these vacant sites. Open space and recreation facilities should be provided in conjunction with the new housing.

21. WISCONSIN STREET: This site, owned by the City, was analyzed in the Department of City Planning "Wisconsin Street Report". About 200 units of housing were recommended, with commercial facilities and a service center included. City policy rules out the possibility of some of these being low-income units.

22. 24TH STREET NEAR CHURCH: This vacant site is located along a commercial street and is well served by public transit. It would be most appropriate developed as subsidized housing for the elderly. Commercial uses or public services on the ground floor may also be feasible.

23. NEIGHBORHOOD PARKING LOT AT HOFF AND 16TH STREETS: A small development of low- and moderate-income housing for families and the elderly is suggested for the air rights over this parking lot owned by the Parking Authority. Open space should be provided in the development, since housing would be built on a platform above street level.

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